

CHAPTER 4

Streamlined Lease

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1. Overview

This chapter provides general guidance on the Streamlined Lease, which allows a more efficient process for small to mid-size leases. In addition, it highlights the key differences in the lease process among the various lease models. To understand the streamlined lease model, you must be thoroughly familiar with the Leasing Desk Guide Chapter 2, New or Replacing Lease, and Chapter 3, Simplified Lease Acquisition. In addition, you should be familiar with the leasing process and Federal Management Regulation (FMR) Subchapter C—Real Property.

The streamlined lease model is designed for small to mid-size leases, as defined below. It allows offerors to submit lease proposals based on the customer's requirements development package and expedite post-award negotiations that often create major construction costs and project delays during build-out. The streamlined lease model's key benefits to client agencies is that it reduces costs and improves cycle time. The model does this in several ways. First, its procedures require that agency requirements are defined early in the process. Second, its application includes alternate approaches to satisfy the agency's program of requirements, which facilitates design approval. Lastly, this flexible approach minimizes change orders, reimbursable work authorizations (RWAs), and post-award delays.

a. Definition

The streamlined lease model is a procurement method for new, new/replacing, succeeding, and superseding lease transactions involving up to \$500,000 net annual rent and Interagency Security Committee (ISC) Facility Security Level (FSL) I or II (or III, when the Tenant Improvement Allowance option is used). This annual rent threshold is a general guide; Leasing Specialists are strongly encouraged to remain within the threshold amount.

Do not use the streamlined lease for procurements requiring build-to-suit, major lease construction, complete rehabilitation or reconstruction of existing buildings, or when using a best value trade-off procurement methodology.

The documents required in the streamlined lease model are enumerated and discussed below in <u>Section 4, "Solicitation Phase."</u>

b. Purpose

The streamlined lease model provides a flexible procurement process to improve lease acquisition cycle time. In order to achieve this goal, this model must follow the schedule for the PBS 15 Standard Milestones. However, Leasing Specialists may modify the milestone schedule to incorporate the client agency's requested tenant improvements (TIs). These improvements are outlined in the Request for Lease Proposal (RLP) and contained in the Lease.

c. Policy

The streamlined lease model works best for lease procurements that exceed the simplified acquisition threshold (see Federal Acquisition Regulation (FAR) 2.101) up to a maximum of \$500,000 net annual rent. The net annual rent must be calculated as the average annual rental amount for the lease term, plus option periods, and excluding the cost of services and utilities furnished by the lessor. The award of a streamlined lease that exceeds the threshold amount is

♦ 1. Overview



permissible. However, in such cases, the Lease Contracting Officer must determine that it is in the Government's best interest to exceed the established threshold by a moderate amount. In making such a determination, the Lease Contracting Officer will document the file accordingly to explain the rationale for that decision.

d. Primary Features of Streamlined Model

TI Pricing Options

Three options are available for pricing TIs, which are explained in further detail in Section 6, "Alternative Approaches to Tenant Improvement Pricing."

Option 1: Turnkey with Post-Award DID Workshop

Using the streamlined turnkey option with post-award design intent drawings (DIDs), the Government and lessor negotiate a firm fixed price for the cost of the TIs identified in the Agency-Specific Requirements (ASRs), which bring the space from shell condition to the finished space that meets the agency's requirements. The final DIDs are created by the lessor based on the ASR Template and further discussions with the agency during the DID workshop after award.

Option 2: TI Allowance Pricing

Using the streamlined TI Allowance (TIA) option, the Government awards a lease using a Government-specified TIA. After award, the final DIDs are created by the lessor based on the ASR Template and further discussions with the agency during the DID workshop. The lessor proceeds to obtain pricing for the TIs required and submits those costs to the Government. The Lease Contracting Officer must review these costs and determine them to be fair and reasonable before issuing a notice to proceed.

Option 3: Turnkey with Pre-Award DID Workshop

Using the streamlined turnkey option with pre-award DIDs, the Government and all offerors conduct a DID workshop before the submission of offers. The offerors submit a firm fixed price with their offer based on the final approved DIDs. There should be no need to reconcile the TI cost using this option.

Key Differences with Other Models

Some key differences distinguish the simplified, standardized, and streamlined lease models. These differences include, among others:

- the established threshold amount of \$500,000 net annual rent;
- the complexity of security requirements;
- alternative approaches or options for TI pricing; and
- pre- or post-award DID workshops (particularly the Government's ability to require such workshops by offerors before lease award).

The threshold amount of \$500,000 net annual rent is another important consideration when determining the amount of square feet to lease. Depending upon the geographic location, that threshold amount can readily accommodate procurements over 10,000 rentable square feet,



thereby triggering additional increased technical requirements for sustainability, and fire protection and life safety.

2. Client Engagement

Leasing Desk Guide Chapter 1, Requirements Development, provides detailed guidance on the requirements development process. During this stage, the space management specialist gathers the pertinent information from the client so that GSA can procure the correct amount and type of space from a responsible source in a location that will meet the mission needs of the agency. Gathering the pertinent information involves:

- preparation;
- · client engagement; and
- · deliverables.

The requirements development process helps to define the amount and type of space required, based on agency requirements, design schematic layouts, the delineated area, and parking.

a. Agency Requirements

The streamlined lease model uses the requirements development process to produce a comprehensive requirements development package. The package consists of:

- the Leasing Needs Interview Questionnaire;
- ASR Template;
- the Lease Options Package, Summary of Options letter; and
- any other documentation provided by the agency, such as their internal space allocation standards.

Leasing Needs Interview Questionnaire

The Leasing Needs Interview Questionnaire assesses client needs in terms of the critical factors driving the request, such as the amount of space, lease term, budget, space quality, or other similar factors. It allows PBS to work with client agencies consistently across all 11 regions and can be used by anyone who conducts requirements development.

Agency-Specific Requirements

ASRs are the agency's build-out requirements to bring the space from shell condition to the finished space that meets the agency's requirements. The ASR Template consists of the following four main components that can be developed quickly and easily during the requirements development process:

♦ 2. Client Engagement



- 1. Room Schedule: This breaks the total space being solicited into its components allowing offerors to see how the space will be used;
- 2. Design Schematic Layout: This sample layout provides guidance on how the space needs to be laid out (see example in the attachment to this chapter);
- 3. Special Requirements: These are the agency's unique requirements for the space that are not typical for office space, such as detailed wall diagrams; and
- 4. General Requirements: This section is for agency requirements that are not specific to any particular room, such as IT and security standards.

The ASR Template is a guide for agencies to use to create turnkey-ready ASRs quickly and easily in conjunction with GSA during the requirements development process at the beginning of a project. The information requested is generally available within most agencies and requires some additional work beyond what is required to complete a GSA Standard Form (SF)-81, Request for Space.

The ASRs released with the RLP/Lease to offerors do not reduce the minimum requirements contained within the Lease. In fact, as noted on the ASR Template, ASRs provide specific agency requirements that may be complementary, more specific, or more stringent than those of the Lease minimum requirements.

The Lease Options Package

The Lease Options Package template is an optional tool, but is recommended for lease acquisitions in lieu of the Transaction Management Playbook (TMP) P-3 document. The Lease Options Package template summarizes the lease reform models and the strengths and opportunities to consider, based on the complexity of agency requirements, cycle time, and transaction-related and market costs.

After GSA has learned about the agency's requirements during the Leasing Needs Interview, the LCO and project team should determine which model is the best option for that acquisition. If the Streamlined model is determined to be the best option for that acquisition, the LCO and project team should determine which of the three streamlined pricing options will be most effective. The pricing implications of these options are discussed later in this chapter in Section 6, "Alternative Approaches to Tenant Improvement Pricing."

b. Design Schematic Layout

Design schematics are basic layout drawings that show how the space will be used. As shown in the example attached to this chapter, design schematics are generally less detailed than a DID, in that they are not designed for a specific space, but are intended to be representative of the layout required. The design schematic at a minimum should show the rooms in the desired configuration as well as the location of any significant or specialized items. Additional details, such as furniture layout, location of outlets and telephone or data jacks, and the like, may be included if available. However, if not shown in the design schematic, such information must be included as part of the ASR itself.



The design schematic can be prepared specifically for a project, or it can be taken from another project that had a similar layout. The design schematic should have the following components:

- A basic layout showing the required configuration of rooms and workstation spaces in relation to each other; and
- Significant items, such as walls requiring specialized build-out, gun vaults, secure doors, special locks, or any other non-standard items clearly marked on the plan, along with sufficient details in the agency requirements to allow the offeror to include those items in an offer.

Adjacency diagrams can be included where available and are recommended for medium to larger sized projects. Since the design schematic is not specific to offered space, offerors will be required to adapt the basic layout in the design schematic to their space. Adjacency diagrams give the offerors information on what spaces need to be located near each other and what spaces should not be located together. The larger the space and the more adaptation required, the more the adjacency diagrams will be useful to offerors.

The design schematic layout is an important part of the streamlined lease model's requirements development package for Options 1 and 3. This design schematic layout, which is part of the ASRs, visually arranges the client agency's proposed space, using graphic symbols to define concepts and to promote alternative design solutions. GSA and the client agency collaborate on the design schematic layout. Using the requirements development package, they consider the amount of space required and how to efficiently lay it out.

During the solicitation, offerors use the entire requirements package for test fits and to generate preliminary cost estimates for TI pricing. The approved requirements package is attached to and becomes a part of the lease.

c. Design Intent Drawings Workshop

The Pricing Desk Guide, 4th Edition, states that DIDs are included in the shell requirements for leases as part of the shell rent. Under all TI pricing options, DID creation and the hosting of the DID workshop are a shell cost.

The DID workshop typically lasts 1 to 3 days. For this workshop, the lessor must supply a design team of architects and engineers to perform design services to fully develop DIDs. The lessor must conduct the DID workshop and collaborate with the Government to achieve an approved set of DIDs. GSA is responsible for reviewing the DIDs, in collaboration with the client agency, to determine that they conform to the specific lease requirements and the client agency build-out requirements. The workshop may require GSA and agency representatives to travel to a meeting site to work with the lessor and the architect. These travel expenses are typically absorbed by the individual stakeholders, so agreement about the length of the workshops during acquisition planning is critical. Although this approach does present up-front expenses, it yields project savings by increasing overall efficiencies and decreasing time.

Both GSA and the client agency are required to have representatives present who have decision-making authority for the project. A GSA representative experienced with the DID process is critical to the success of this process.

♦ 3. Advertising



The client agency must agree to finalize its requirements and commit to both participating in a DID workshop and, by the end of the workshop, approving the DIDs. The lessor is then obligated to complete a final design.

Leasing Specialists are encouraged to consider all pricing options and make effective use of the design intent workshops, especially when GSA possesses and has accepted the agency's requirements. Regardless of the pricing option selected, the successful offeror is responsible for all required construction documents and permits.

The DID workshop requires the selected offeror and an architect to develop the design schematic layout into more detailed drawings. In rare instances, where agencies require specialized expertise, the architect may be a Government employee or a contractor. This workshop takes place before award for Option 3, and after award for Options 1 and 2.

In a procurement that will use Option 3, it is important for all offerors to know that they must pay for the workshop, regardless of whether they win the award or not. This point should be stated clearly in the notification advertisement before the RLP is released, as well as in the RLP itself. This option is advantageous in instances where the client agency must know all costs associated with the project prior to award.

d. Occupancy Agreement

The pre-solicitation process for a streamlined lease requires the client agency to commit, before the RLP is issued, to participating in a DID workshop. (Unlike Options 1 and 2, the DID workshop for Option 3 occurs before lease award.) It is important to meet with client agencies and explain the model and its benefits in order to secure their commitment during the requirements development phase. The Lease Options Package template is a useful tool for explaining the relative applicability and benefits of the models developed under lease reform. This commitment is recorded in the OA under the Rules of Engagement ad hoc clause.

e. Acquisition Planning

As stated in Chapter 2, New or Replacing Lease, all leases must complete the acquisition planning process, regardless of dollar value. When a lease exceeds the simplified lease acquisition threshold, the acquisition plan must be documented in writing.

In completing the lease acquisition/project management plan, be sure to highlight project risks and opportunities that could impact project decisions and TI pricing options. Risks, for example, might relate to cost and performance; opportunities might relate to ensuring that all agency requirements are incorporated into the requirements package, or completing improvements by the scheduled date. In addition, ensure that the requirements development package outlines the selected lease model and documents the procurement approach for the TI pricing options.

3. Advertising

The advertising requirements for the Streamlined Model following the same thresholds identified in General Services Administration Acquisition Manual (GSAM) 570.106, "Advertising, publicizing, and notifications to Congress," and in Chapter 2 of the Leasing Desk Guide. In addition, as



stated previously, in a procurement that will use Option 3, it is important to notify all offerors that they must pay for the DID workshop, regardless of whether they win the award.

4. Solicitation Phase

Offerors for a streamlined lease will receive the following forms and other documents:

- R101B, Request for Lease Proposal;
- L201B, Lease;
- GSA Form 1364B, Part 1, Streamlined Lease Proposal;
- GSA 1364B, Part 2, Lease Proposal Data;
- ASRs;
- GSA Form 3516, Solicitation Provisions;
- GSA Form 3517B, General Clauses;
- GSA Form 3518, Representations and Certifications;
- GSA Form 1217, Lessor's Annual Cost Statement;
- Security requirements;
- GSA Form 12000, Prelease Fire Protection and Life Safety Evaluation for an Office Building; and
- Security Unit Price List, if applicable.
- TI Unit Price List, if applicable.
- Seismic Forms A F, if applicable.

5. Security Requirements and Security Unit Price List

Leasing Desk Guide Chapter 19, Security, outlines the security standards for new and replacement leased space. Depending upon the security level of the space, security costs (Building Specific Amortized Capital, or BSAC), is amortized into the rent either as turnkey pricing or using a placeholder allowance. When GSA is using one of the turnkey approaches to security pricing options (FSLs I or II), the offeror must use the Security Unit Price List to provide the



Government with itemized costs of these security countermeasures, and must amortize the cost of any Building Specific Amortized Capital (BSAC) into the rent. When using the BSAC placeholder allowance approach (FSL III or IV), GSA will identify in the RLP and Lease a BSAC allowance amount (which the lessor amortizes in the rent over the firm term); the final list of security countermeasures will be determined after lease award during the design phase and identified in the design intent drawings and construction documents. After completing the construction documents, the lessor must submit a list of the itemized costs, which are subject to negotiation.

a. Security Levels Applicable to Streamlined Leases

As mentioned previously, the streamlined lease model is designed to support small to mid-size leases of up to \$500,000 average net annual rent and facilities with FSL ratings I or II (or III, preferably when the TIA option—i.e., Option 2—is used). The Federal Government determines the facility's FSL rating, which can range from FSL I to FSL IV, depending on the facility's client agency mix, size of space, number of employees, use of the space, location, configuration of the site and lot, and public access into and around the facility.

b. Pricing Security Costs

The security level of the space determines the method for pricing security costs. The Leasing Specialist must use the version of the paragraph language in the RLP appropriate to the security level of the facility.

For a streamlined lease, this means using the paragraph titled "FSLs I and II: Fixed Building Specific Amortized Capital (BSAC) Turnkey Pricing Before Award." For such space, as the paragraph title indicates, the offeror submits unit pricing for security requirements pre-award. For FSLs I and II, the offeror must submit a cost breakout using the blank Security Unit Price List form provided with the RLP. On that form the offeror quotes unit prices on all security requirements identified in the RLP package and submits the total as a BSAC amount. At award, BSAC pricing is fixed and not subject to further negotiation. The BSAC amortization term and interest rate are also established at lease award.

In the rare case that a streamlined lease involves a facility with a rating higher than FSL II, the RLP would use the paragraph language titled "FSLs III and IV: BSAC Pricing Based on Placeholder Dollar Estimate; Actual Pricing After Award." In such procurements, the BSAC amount is a placeholder estimate in the RLP provided by the Government. The actual BSAC amount is determined post-award, after the final design is approved. At that point, the selected lessor submits an itemized cost list covering all security requirements reflected in the final DIDs and construction documents. This pricing is subject to further negotiation before the lessor is actually authorized to proceed with making the security improvements. No charge to the Government is permitted for any items that already exist in the offered building or facility.

Note that costs for the building shell or TIs must be itemized separately from security pricing. Since there is not a direct correlation between how the TI is priced under the models and how BSAC is priced, and since this model allows for both turnkey and TI allowance pricing, the Lease Contracting Officer should carefully consider which streamlined option to use once the FSL has been determined. While not mandatory, it is recommended that streamlined Options 1 and 3 be used for FSL I and II, and that streamlined Option 2 be used for FSL III projects, to align their respective TI and BSAC pricing methods. Per pricing policy, BSAC is not considered a shell component nor a tenant improvement component and must be itemized separately.



6. Alternative Approaches to Tenant Improvement Pricing

6.

The decision on which pricing option to use must be made together by GSA and the agency early in the process.

Regardless of the TI pricing option selected, the lessor must prepare final DIDs that conform to the Lease and meet the agency's build-out requirements. The Government must approve the final DIDs and release the approved documents for build-out of the space. Any subsequent changes after the release of approved documents and agreed upon pricing can be modified under the Changes Clause, but such changes are subject to the lessor's right to receive compensation for them.

The three pricing options, summarized in Table 4-2 and explained in further detail below, are as follows:

- Option 1: Turnkey pricing based on an ASRs (post-award DID workshop);
- Option 2: Price based on the offered TIA; and
- Option 3: Turnkey pricing with pre-award DID workshop.



Option	Turnkey?	DID workshop timing	TI pricing
1	Yes	Post-award	 Offeror bids firm fixed price covering TI, based on ASRS. Price changes are for Government-initiated change orders only. Differences reconciled per unit cost agreement for post- award changes.
2	No	Post-award	Negotiated post-award per TI allowance overhead fee schedule, as in standard lease.
3	Yes	Pre-award	Offeror bids firm fixed price covering TI, based on fully approved DIDs.

Table 4-2: TI Pricing Options for Streamlined Leases

a. Option 1: Turnkey Pricing (Post-Award DID Workshop)

Option 1, if selected, is referenced in both the RLP and lease, including ASRs. It provides for a fully serviced, turnkey lease with rent that covers all lessor initial fixed costs, including all shell upgrades, TI costs, operating costs, real estate taxes, and building-specific amortized security costs. It includes TIs based on ASRs. Initial pricing is based on the ASR. If the Government initiates a change order, there is an opportunity for adjustment after the DID workshop, using the unit costs.

Option 1 is a turnkey model that requires the DID workshop to occur after award, allowing the parties to reconcile the cost of the final DIDs with the ASRs and to use the unit costs included in the list to reconcile pricing. This option requires that the agency identify its specific requirements at the beginning of the project. The tenant agency must agree to participate in a DID workshop after lease award, and approve the DIDs at the conclusion of the workshop. Test fits are optional. The lessor must commit to the DID workshop and to prepare DIDs that meet the provisions of the lease and conform to the ASRs. The TI unit price list is required with Option 1. Note that there is no template currently available for this unit price list. The Lease Contracting Officer must develop the unit price list and include it as part of the RLP package.

b. Option 2: Tenant Improvement Allowance Pricing

Option 2 also provides for a fully serviced lease but differs from Options 1 and 3 by including a TIA to be applied to the ASRs post-award. Option 2 is therefore not a turnkey model, because TI costs are negotiated post-award. The TIA consists of both a general component and a customization component that is tailored to the individual tenant agency, based on an assigned tier level (established by the Office of Real Property Asset Management) that reflects the tenant agency's typical use of space. The RLP obligates the lessor to fund these TI costs.

As required in the Option 2 Streamlined RLP's "How to Offer" section, the offeror must submit all pricing information and fees related to build-out in a TI fee schedule, which includes architectural, engineering, and project management fees. This method identifies the TIA, based on the client agency's tier allowance, to be amortized over the firm term of the lease. In this sense, Option 2 is consistent with how a standard lease handles the TIA, as explained in detail in the Leasing Desk Guide, Chapter 2. This option is best suited for instances when the client agency has other special requirements beyond those stated in the ASR package.



The client agency must finalize its requirements prior to the post-award DID workshop. After the Lease Contracting Officer reviews and approves the final DIDs, the lessor then prices the TI costs using the TI cost summary (TICS) table. The Lease Contracting Officer must review these costs and determine them to be fair and reasonable before issuing a notice to proceed following the procedures identified in Chapter 2 of the Leasing Desk Guide.

c. Option 3: Turnkey Pricing (Pre-Award DID Workshop)

Option 3, like Option 1, is a fully serviced, turnkey lease with rent that covers all lessor costs, including all shell upgrades, TIs, operating costs, real estate taxes, and building-specific amortized security costs. A key distinction in comparison to Options 1 and 2 is that Option 3 requires all offerors to coordinate a DID workshop with the Government **before** lease award. Option 3 requires the agency to commit to participating in a pre-award DID workshop with all offerors and be willing to obligate the time and resources necessary to achieve a final set of approved drawings.

Before selecting this leasing option, GSA Leasing Specialists must consider the time involved for separate DID workshops with each offeror in light of the lease project schedule. This option is best used when the client agency must know what the costs will be prior to award in order to reduce scope or reduce space, if necessary. Option 3 enables offerors to bid based on a fully approved DID and allows them direct access to the customer during the DID workshop to address any questions or concerns with regard to the requirements.

d. All Options: Other Considerations

Under the various options, client agencies in rare instances might take on the responsibility for preparing pre-award DIDs. It is important to ensure that the client agency has the appropriate resources and can work within the tight timeframes of the DID workshop before following this route. Regional practice suggests holding a design review meeting shortly after issuance of the RLP in order to answer questions up front on the nature and extent of the initial build-out that must be priced in the offer. The Government performs a review to reach agreement on the DIDs.

Every offer must be carefully evaluated. Since the Government is best positioned to know the estimated cost of improvements, either through competitive pricing or an independent Government estimate, Leasing Specialists can evaluate each offer in terms of its costs, as well as the possibility of exceeding the TIA. In all pricing options, all costs that exceed the TIA must be covered by RWA funding.

Leasing Specialists must review offers by analyzing the data sheet and the rental components—even for turnkey pricing. The streamlined lease model does not require offerors to prepare a TICS table for Options 1 or 3. In lieu of a TICS table, a determination of fair and reasonable pricing is reached by considering the offered market rental rate.

7. Fire Protection and Life Safety Requirements

Consult Leasing Desk Guide Appendix D, Fire Protection and Life Safety, for FPLS procedures and requirements that streamline the lease acquisition process but still preserve the level of safety that customers expect from GSA.



The FPLS review of DIDs occurs at different stages, depending upon the option chosen. As previously noted, under Option 3 (turnkey pricing with a pre-award DID workshop), GSA must obtain both agency and FPLS approvals of DIDs before award. In contrast, these DID approvals occur after award with Option 1 (turnkey pricing with a post-award DID workshop) and Option 2 (TIA).

8. Successful Offer and Award Determination

When an offeror has been selected for award, GSA transcribes into the Lease form information from GSA Form 1364-B, Lease Proposal, the successful offeror's final offered rent, GSA Form 1364B-1, Lease Proposal Data, and other pricing data.

The documents listed below are attached to and made part of the Lease:

- Floor plans;
- Parking plans;
- Agency-Specific/Special Requirements (Use "specific" only for turnkey models; otherwise use "special");
- Security requirements;
- Security Unit Price List, if applicable;
- GSA Form 3517B, General Clauses;
- GSA Form 3518, Representations and Certifications;
- Seismic Form C, Building Retrofit or New Construction Preaward Commitment, if applicable;
- · Small Business Subcontracting Plan, if applicable; and
- Amendments to RLP affecting the Lease, if applicable.

When the Lease form is complete, GSA transmits the completed Lease and appropriate attachments to the successful offeror for execution. The offeror should review the completed Lease for accuracy and consistency with the data on the offeror's final offer submittal. Then the offeror signs the Lease, initials each page, and returns it to the Lease Contracting Officer.



9. Other Post-Award Steps

Once the lease is executed and sent to the successful offeror, Leasing Specialists must monitor the project to verify that the lessor is meeting key milestone dates in the project schedule in order to minimize costs and project delays.

Space acceptance is based on substantial completion and functional use of the demised premises in accordance with the final design.



Attachment: Sample Design Schematic Layout

